

5  
351.863  
P33PP  
1981

# PARKS PERSPECTIVE

PLEASE RETURN

STATE DOCUMENTS COLLECTION

APR 16 1986

MONTANA STATE PARKS  
1515 E. 6TH AVE.  
HELENA, MONTANA 59201



January 1981

Montana Department of  
Fish, Wildlife & Parks  
Parks Division

Montana State Library



3 0864 1004 7732 5

**TABLE OF CONTENTS**

<b>Chapter 1 · ROLES AND RESPONSIBILITIES .....</b>	<b>2</b>
<b>Chapter 2 · LOOKING BACK .....</b>	<b>4</b>
Our complete annual report for fiscal year 1980	
including:	
* What was added to the State Park System. ....	10
* How local communities benefited. ....	14
* How the snowmobile program grew. ....	16
<b>Chapter 3 · LOOKING AHEAD .....</b>	<b>31</b>
Plans for the future, fiscal year 1981.	
* Addressing the Issues. ....	32
* Other Operation Efforts. ....	40

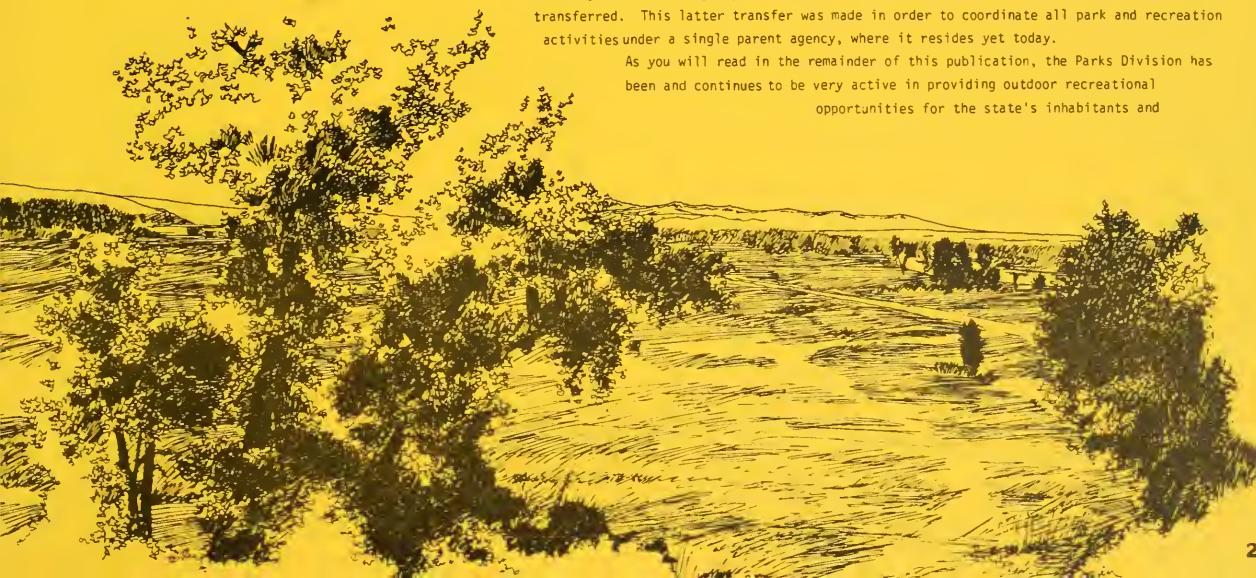


# **ROLES AND RESPONSIBILITIES**

## **The State Park System**

The embryo which would eventually mature into Montana's present State Park System began to develop in 1929. In this year, a Kiwanis club supported bill was passed by the legislature which designated the state forester as state park director. In 1935, Morrison Cave (then designated as Lewis and Clark National Monument and now named Lewis and Clark Caverns) became Montana's first state park. Sale of the cave's admission tickets was the Park System's principle source of revenue from 1939 until 1947 when the first legislative appropriation was made for park purposes. Up to 1947, five parks had been donated to the Park System but as appropriated funding allowed the system to grow to thirteen sites by 1953. In an effort to consolidate state government, in March 1953, all park functions were transferred from the State Forester's Office to the State Highway Commission. In 1964, the Fish and Game Department (name changed to Department of Fish, Wildlife and Parks in 1979) was designated as the agency responsible for recreation and all park functions were again transferred. This latter transfer was made in order to coordinate all park and recreation activities under a single parent agency, where it resides yet today.

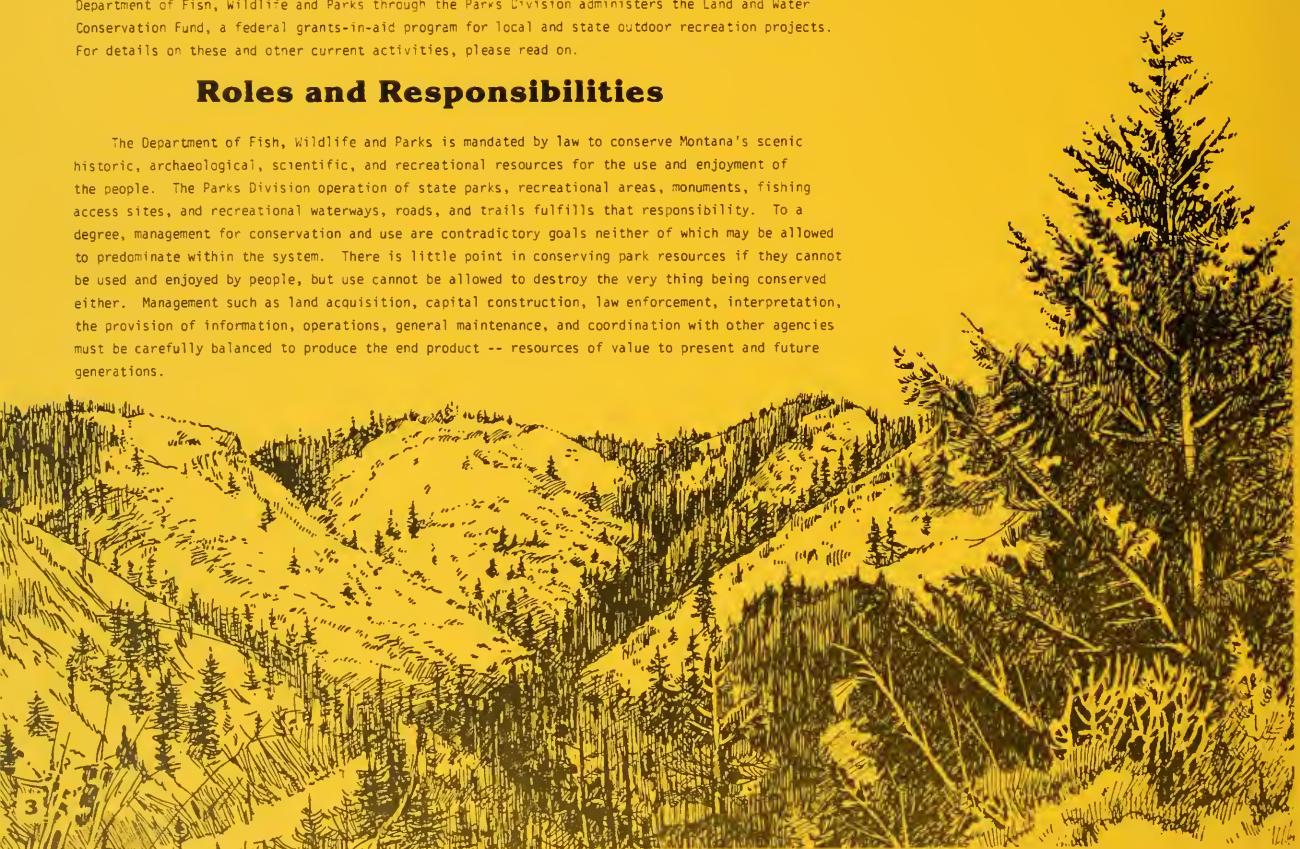
As you will read in the remainder of this publication, the Parks Division has been and continues to be very active in providing outdoor recreational opportunities for the state's inhabitants and



visitors. The Park System now includes approximately 300 parks, monuments, recreation areas, waterways, roads, trails, and fishing access sites. Operation and maintenance of snowmobile and motorboat facilities is the responsibility of the Parks Division and other special interest outdoor recreation groups often turn to the Division and the Department for assistance. In addition, the Department of Fish, Wildlife and Parks through the Parks Division administers the Land and Water Conservation Fund, a federal grants-in-aid program for local and state outdoor recreation projects. For details on these and other current activities, please read on.

## **Roles and Responsibilities**

The Department of Fish, Wildlife and Parks is mandated by law to conserve Montana's scenic historic, archaeological, scientific, and recreational resources for the use and enjoyment of the people. The Parks Division operation of state parks, recreational areas, monuments, fishing access sites, and recreational waterways, roads, and trails fulfills that responsibility. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving park resources if they cannot be used and enjoyed by people, but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance, and coordination with other agencies must be carefully balanced to produce the end product -- resources of value to present and future generations.



**CHAPTER 2**

# **LOOKING BACK**

<b>Regional Boundaries and Offices</b> .....	<b>5</b>
<b>State Parks Visitation</b> .....	<b>6</b>
<b>Park System Sites and Acquisitions</b> .....	<b>10</b>
<b>The Coal Tax</b> .....	<b>12</b>
<b>The Land and Water Conservation Fund</b> .....	<b>14</b>
<b>The Snowmobile Program</b> .....	<b>16</b>
<b>Caverns Litigation</b> .....	<b>18</b>
<b>The Planning Bureau</b> .....	<b>19</b>
<b>The Design and Construction Bureau</b> .....	<b>20</b>
<b>The Regions</b> .....	<b>22</b>
<b>Parks Division Personnel</b> .....	<b>26</b>
<b>Funding and Expenditures</b> .....	<b>28</b>
<b>Publications</b> .....	<b>30</b>



## Regional Boundaries and Offices

### STATE HEADQUARTERS

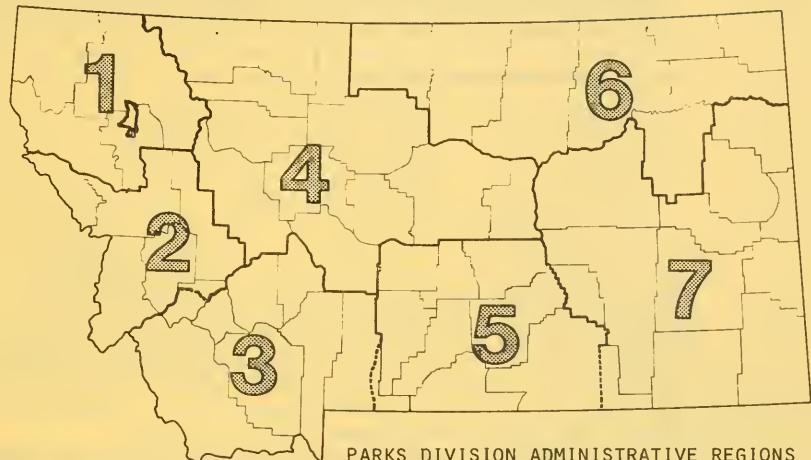
Helena  
1420 East Sixth Ave.  
449-3750

### REGIONAL OFFICES

Region 1  
490 North Meridian Road  
Kalispell  
755-5505

Region 2  
3309 Brooks  
Missoula  
721-5808

Region 3  
8695 Huffine Lane  
Bozeman  
586-5419



PARKS DIVISION ADMINISTRATIVE REGIONS

Region 4  
Route 4, Box 243  
Great Falls  
454-3441

Region 5  
1125 Lake Elmo Drive  
Billings  
252-4654

Region 6  
Route 1, Box 210  
Glasgow  
228-9347

Region 7  
Box 430  
Miles City  
232-4365

# Montana State Park System Visitation

How many people visit the State Park System? The answer to this question is one of the most sought after pieces of information for a park manager. Not only are visitation figures used for the managers' park planning, but they are constantly being requested by other agencies, organizations, or individuals. Our state has approximately 300 State Park System sites dotting its average 550 mile length -- collecting accurate visitor statistics is no easy task.

## A New Technique

The collection of annual visitation statistics for each and every site has never been accomplished in Montana before last year. An innovative technique was put into operation in 1980 to determine annual visitation at each state park site. The mainstay of the technique is the electric traffic counter. These instruments are very expensive and manpower is not available to manage one counter at every site, so counters were put on a rotation basis. Each site in the state should be serviced by a traffic counter once every five to seven years. In the interim, visitation statistics from the previous year will be revised according to traffic flow on each site's feeder route as determined by the Montana State Highway Department's extensive traffic counter system which is in place. Traffic counts are converted to visits by using a person/vehicle factor. A value of 3.38 persons/vehicle was used to compute 1980 park visitation. This value may be revised from year to year to reflect the most recent data. Traffic counters tend to produce visitation figures at the high end of the scale because a visitor may leave and re-enter a site more than once during one outing. Park System wide, however, this over estimate is somewhat balanced by the fact that a number of sites are accessible by foot or boat only, thus avoiding all traffic counters.

Traffic counter readings are to be taken during a period of time beginning with the Memorial Day weekend (May 24, 1980) to September 30. Annual statewide visitation can be derived by expanding this value by 15%. This value was determined from observation by park officials.

This traffic counter-visitation system was put on line for the first time during the summer of 1980 and resulted in the statistics used on pages 7 and 8 of this publication. As discussed above, five to seven years will be required for the electric traffic counters to make a full cycle throughout the Park System. For this reason, traffic counter based data will not be available for all sites in the state until the middle of this decade. Statewide visitation (the sum of all sites) is necessary, however, from year "one."

A temporary technique has been employed to overcome this deficiency. Presently the best source for individual site visitation statistics is the regional park managers. Prior to the 1980 season, each manager was asked to estimate the average weekly visitation to each site in his region using the most accurate means at his disposal, i.e. recent traffic counts, ticket sales, personal experience, etc. At the end of the season, actual traffic counts were compared to estimates for those sites which were monitored by a traffic counter during the summer of 1980. On a regional basis, an average deviation between actual count and estimate was determined. This deviation was applied to the visitation estimates for the remainder of the sites.

Although this technique cannot produce statistics which are as accurate as actual traffic count information, it should provide reasonable data until a complete traffic counter rotation is accomplished. The 1980 information is already in demand and will become even more valuable as successive years are added for comparison. A direct comparison between 1980 visitation and that of previous years may not be valid due to the revised data collection system.

#### The Results

The new counter program tells us that nearly 3.3 million people visited the Montana State Park System during the entire 1980 calendar year. A comparison of overnight camping permit sales to total visitation revealed that 18% of the System's visitors stayed overnight.

#### STATEWIDE PARKS VISITATION

	<u>Visits</u>
Calendar Year 1978	2,475,448
Calendar Year 1979	1,905,448
Calendar Year 1980	3,274,489*

\*Since a revised technique was used to determine 1980 visitation, these figures may not be directly comparable to the visitation in previous years. A consistent comparison of visitation is, however, the tour ticket sales at Lewis and Clark Caverns State Park. Tour ticket sales in 1980 increased by 5% over 1979, but was still 18% below that of 1978.

#### LEWIS AND CLARK CAVERNS

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>Sept.</u>	<u>Total</u>
Calendar Year 1978	5,078	12,160	22,459	19,134	5,053	63,884
Calendar Year 1979	4,798	9,915	15,888	14,557	4,953	50,111
Calendar Year 1980	4,644	10,039	17,216	17,117	3,599	52,615

The Chief Plenty Coups Museum, near Pryor, exhibits a similar trend. Museum visitors in 1980 numbered 2,138 as determined by museum guest registration. This is up 12% over 1979, but it is down 5% from 1978.

#### CHIEF PLENTY COUP MUSEUM

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>Sept.</u>	<u>Total</u>
Calendar Year 1978	202	363	551	602	223	2,250
Calendar Year 1979	353	415	543	340	254	1,905
Calendar Year 1980	182	518	731	506	201	2,138

The total visitation statistics presented in Tables 1 and 2 below were collected by use of the new traffic counter technique. Overnight visits were determined by overnight camping permit sales plus 40% -- permit sales are considered to be only 60% efficient statewide. Day use is merely the difference between total visits and overnight visits at fee sites. All visitation is given in terms of the number of people during the period beginning with the Memorial Day weekend and ending September 30, except for the annual visitation given in the last line of Table 2.

Table 1. Fee Areas - 1980  
(May 24 - September 30)

Region	Overnight Visits / % Total	Day Use Visits / % Total	Total Visits
1	48,158 / 11	377,650 / 89	425,808
2	5,759 / 8	64,735 / 92	70,494
3	19,979 / 52	18,547 / 48	38,526
Canyon Ferry	37,425 / 29	91,965 / 71	129,390
4	13,496 / 31	30,165 / 69	43,661
5	9,587 / 4	207,626 / 96	217,213
6	no fee areas	---	---
7	6,947 / 7	90,657 / 93	97,604
Statewide	141,351 / 14	881,345 / 86	1,022,696



Table 2. All State Park System Sites - 1980  
(May 24 - September 30)

Region	Overnight Visits/% Total	Day Use Visits/% Total	Total Visits
1	73,793/11	597,055/89	670,848
2	38,946/8	447,885/92	486,831
3	159,460/52	147,193/48	306,653
Canyon Ferry	70,800/29	173,337/71	244,137
4	138,495/31	308,263/69	446,758
5	15,567/4	373,599/96	389,166
6	6,403/14*	39,332/86*	45,735
7	18,008/7	239,246/93	257,254
Seasonal Total	521,472/18	2,325,910/82	2,847,382

Annual Total      Overnight use will decrease during winter months  
(Seasonal Total + 15%) making it impossible to apply the 15% increase to  
overnight and day use to arrive at the corresponding  
annual use.

\*Note: All regional percentages come from Table 1. Since Region 6 has no fee areas, the statewide average from Table 1 was used.

In 1980, the State Park System received visits from every county in the state, every state in the Union, and from 14 foreign countries. Visitors came from such distant places as Europe, New Guinea, Australia, New Zealand, and Panama.

Overnight ticket sales indicated that between May 24 and September 30, 1980, 54% of the visitors at fee collecting sites were residents of Montana. Although this figure was derived from permit sales at fee collection sites, we assume that this same percentage applies to statewide visitation.

Table 3. Resident and Nonresident Visitation at  
FEE COLLECTION SITES ONLY

<u>Area</u>	<u>Nonresident Visitation</u>	<u>Resident Visitation</u>
1	59%	41%
2	64%	36
3	78%	22%
Canyon Ferry	18%	82%
4	24%	76%
5	4%	96%
6	--	--
7	30%	70%
Statewide	46%	54%

Where they came from -- the five most common visitor origins during the summer season, as determined by overnight camping permit sales.

<u>Origin</u>	<u>Overnight Visits</u>
Canada	9.0%
Yellowstone County, Montana	8.9%
Missoula County, Montana	8.7
Washington State	6.6%
California State	5.8%

# Park System Sites and Acquisitions

During fiscal year 1979-80, land holdings within the System increased by 2969.03 acres with acquisition through purchases, leases, gifts, and exchanges. One new state monument, one new recreation area, and nine new fishing access sites were added to the State Park System. Several acres were added to Giant Springs State Park. Two lots, along with several acres, were added to Wildhorse Island State Park.

The Parks Division emphasis on acquiring land at less than market value has proven very beneficial to the continuing acquisition of Wildhorse Island State Park in Flathead Lake. This acquisition is being accomplished without expenditure of state funds by cost sharing the owner's gift of half of the Island's value with the Land and Water Conservation Fund. The fourth of seven parcels that comprise Wildhorse Island was purchased this fiscal year with \$325,000.00 from the Land and Water Conservation Funds.

TYPE OF AREA	Number (6/30/79)	Number (6/30/80)
State Parks	10	10
State Recreation Areas	60	61
State Monuments	17	18
State Recreation Road	1	1
Fishing Access Sites	187	197
<b>TOTAL</b>	<b>265</b>	<b>287</b>
State Recreational Trails (in Sluice Boxes State Mon.)	1	1
State Recreational Waterways	5	5

## ACQUISITIONS COMPLETED BETWEEN JULY 1, 1979, AND JUNE 30, 1980

	DATE	NAME	COUNTY	ACREAGE	COST	PURPOSE
STATE PARKS	07-79	Grant Springs Addition	Cascade	29.60	\$ 97,500	Sightseeing, picnicking
	08-79	Wildhorse Island Addition	Lake	.50	29,250	Hiking, nature study, sightseeing
	02-80	Wildhorse Island Addition	Lake	1.50	28,437	Hiking, nature study, sightseeing
		Wildhorse Island Addition	Lake	328.48	325,000	Hiking, nature study, sightseeing
STATE MONUMENTS	01-80	Town of Elkhorn	Jefferson	2 lots	3,200	Historic preservation
STATE RECREATION AREAS	07-79	Lake Josephine <sup>1</sup>	Yellowstone	82.10	125,000	Swimming/fishing
FISHING ACCESS SITES	08-79	Kelly Island Addition/Clark Fork River	Missoula	40.00	13,000	Fishing/floating
	09-79	Homestead Island/Clark Fork River	Stillwater	194.00	58,200	Fishing/floating
	10-79	Outer Crossing/Bitterroot River	Ravalli	216.30	144,450	Fishing/floating
	10-79	TOM Ranch/Blackfoot River	Powell	1237.38	655,011	Fishing/floating
	11-79	Poindexter Slough	Beaverhead	481.05	924,636	Fishing
	12-79	Hannon Memorial Addition/Bitterroot River	Ravalli	2.36	5,750	Fishing/floating
	12-79	Three Forks Gravel Pit	Gallatin	96.34	92,092	Fishing
	01-80	Swan River	Lake	58.51	210,658	Fishing/floating
	03-80	Steel Bridge/Flathead River	Flathead	100.00	133,600	Fishing/floating
	04-80	Frank Lake	Lincoln	88.88	30,000	Fishing
	05-80	Lolo/Bitterroot River	Missoula	55.00	34,000	Fishing/floating

<sup>1</sup>Managed by the City of Billings

#### ACQUISITION HIGHLIGHTS

A significant acquisition for the fiscal year was in Region II which will be known by the name of Aunt Molly Fishing Access Site. (Aunt Molly was an early homesteader in the area.)

The fishing is relatively good at the site which contains pristine river bottom land along a slow stretch of the Blackfoot River. The site also provides waterfowl habitat and deer habitat, as well as provides access to Brown's Lake.

Frank Lake, an 88 acre lake near Eureka, was acquired through purchase and partial donation by Karen Bond and Leon V. Olson.

Through the addition of Poindexter Slough Fishing Access Site, the Department acquired some excellent spring creek fish habitat. This large site outside of Dillon provides Beaverhead River frontage, duck ponds, and whitetail deer habitat.

In 1972, The Montana Ghost Town Preservation Society purchased two historically significant buildings that were deteriorating and in need of protection in the ghost town of Elkhorn. In the following years, the Society completed some essential stabilization work on the two nationally registered buildings, Fraternity Hall and Gilliam Hall.

In 1979, the Society asked the Department of Fish, Wildlife and Parks to purchase these buildings. The Department purchased the sites, however, with some reservations -- making it clear to the Society that the Department had historical preservation commitments at Bannack State Park that would have to have priority.



# The Coal Tax . . . Helping Provide Parks for Montana

As a result of the 44th State Legislature, a state coal severance revenue tax was initiated. A portion of this tax on coal extraction is distributed by formula to the State Parks System. Use of this money is limited to acquisition, improvement, and operation of state parks acquired with coal tax funds.

Although few in number, acquisitions within the Park System made with coal tax funds are high in significance to Montanans containing values which are integral to a balanced system of state parks. Only with additional sources of funds like the coal severance tax can the state afford to preserve these special values.

The chart below briefly summarizes the acquisitions made since the law became effective in 1975.

Acquisitions Made With the Coal Tax			Acreage	Appraisal, Survey, and Title Costs	Purchase Cost
December, 1977	Roche Jaune SRA	Custer County	1.0	\$ 460.75	\$ 19,600
June, 1978	Bannack SP addition	Beaverhead County	1 lot	..	1,850
June, 1978	Powder River Depot SM*	Prairie County	easement	1,201.75	0
August, 1978	Council Grove SM	Missoula County	186.0	3,287.50	140,000
October, 1978	Rosebud Battlefield SM	Big Horn County	4883.0	4,070.76	881,160
January, 1979	Macpherson SP Addition	Dawson County	650.36	1,847.50	143,900
July, 1979	Giant Springs-Heritage SP Addition	Cascade County	28.6	1,800.00	97,500
August, 1979	Lake Josephine (leased to city)	Yellowstone County	..	4,106.16	125,000
TOTAL			5749+ acres	\$16,776.42	\$1,409,010
<small>Total Cost: \$1,425,786.42 Other Matching Funds: \$ 225,786.42 Coal Tax Funds: \$1,200,000.00</small>					

\*Easement for historic monument, recreation and fishing access site from Burlington Northern.

## 1979 LEGISLATION CHANGING THE COAL TAX PARKS LAW

Previously, the Department of Fish, Wildlife and Parks had the responsibility of finding and choosing areas for acquisitions made with the coal tax money. HB 550, passed by the 1979 Legislature, states that any person, association, or representative of a governing unit may submit a proposal for the acquisition of a site or area that would meet State Park System qualifications. This proposal must be submitted to the Department of Fish, Wildlife and Parks by December 1 of the year preceding the convening of a legislative session.

The Fish and Game Commission shall then present to the Legislature by the 15th day of any legislative session a list of areas, sites, or objects that were proposed for purchase for use as state parks, state recreational areas, state monuments, or state historical sites with the money contained in the parks account.

The Legislature must appropriate funds from this account before any park, area, monument, or site may be purchased.

#### 1981 COAL TAX ACQUISITION PROPOSALS

To inform the public about proposing Coal Tax acquisitions for the State Park System, the Parks Division published an article in the May/June 1980 issue of Montana Outdoors entitled, "Nominate Your Favorite Park." In addition, a brochure was distributed to the Department's regional offices and to any individual upon request. The brochure explained the history of the Coal Tax in relation to the State Park System. It also included an application form for sponsors to submit their park proposals to the Department of Fish, Wildlife and Parks.

After the proposal deadline of December 1, an information packet will be prepared for review by the Fish and Game Commission. The packet will explain the legislation and actions leading to the proposals. The packet will also give a brief, uniform description of each acquisition proposal. This packet will be presented to the Legislature by the Fish and Game Commission by the 15th day of the 1981 session.

# The Land and Water Conservation Fund . . .

## Providing Statewide Outdoor Recreation

The Land and Water Conservation Fund is a federal grants program that provides grants to the states and their political subdivisions to assist with acquisition and development of public outdoor recreation areas and facilities. Grants may be used to fund up to fifty percent of outdoor recreation project costs.

The Department of Fish, Wildlife and Parks was designated by law in 1965 as the state agency responsible for administration of the program. The Parks Division handles the program for the Department. In the sixteen years since the program's inception, Montana has received \$25,137,500 from the Land and Water Conservation Fund. With the fifty percent matching requirement, this has resulted in excess of \$50,275,000 being expended on outdoor recreation areas and facilities in Montana as a direct result of the Land and Water Conservation Fund.

In fiscal year 1979-1980, Montana's Land and Water Conservation Fund apportionment totalled \$2,719,045. Approximately 51% of Montana's 1979-1980 apportionment was obligated to local projects with the remaining 49% obligated to projects sponsored by the State of Montana. Generally, it is the intent of the Fish and Game Commission to achieve in the long run a 50/50 local/state split in apportioning Land and Water Conservation Funds. This balance is being achieved.

### STATE LWCF PROJECTS

NAME	LOCATION BY COUNTY	LWCF DOLLARS
Wild Horse [Island, Parcel] A/A/ Wild Horse Island, Lot A5 A/ Lameth Memorial SRA /0	Lake	\$ 396,141.50
Siderius Property A/ Pipe Creek A/ Statewide Site Improvements	Lake	17,578.45
Siderius Property A/ Pipe Creek A/ Statewide Site Improvements	Flathead	55,093.00
Spidel Property A/ Schremer Property A/ Franz Lake Property A/	Beaverhead	12,615.00
	various	24,888.00
	Treasure	28,435.92
	Missoula	14,289.20
	Lincoln	24,292.03
TOTAL New State Projects		\$ 799,604.24
*****		
AMENDMENTS		
Teekettle FAS /0	Flathead	\$ 1,026.70
Teekettle FAS /0	Lincoln	1,026.70
Potometer Slough A/ Tucker Crossing A/ Wild Horse Island A/ homestead 1st A/ TBM FAS A/	Beaverhead	8,219.66
	Ravalli	888.32
	Missoula	79.95
	Stillwater	327.23
	Powell	19,457.00
Wild Horse Island A/ Montana State Park /0	Lake	440,000.00
Bear Paw Reservoir FAS /0	Madison	2,000.00
Sportsman's Bridge FAS /0	Jefferson	2,170.97
St. Louis River State Monument /0	Flathead	2,263.41
Heritage State Park /0	Garfield	1,110.10
Wt. Haggan Snowmobile Parking /0	Cascade	6,801.79
Council Grove State Monument /0	Deer Lodge	1,333.47
Swan River FAS A/	Missoula	954.00
	Lake	8,376.58
TOTAL STATE Amendments		\$ 493,263.72
TOTAL STATE PROJECTS		\$1,292,867.96

D/ - Development

A/ - Acquisition

## LOCAL LWCF PROJECTS

SPONSOR	SCOPE	LWCF DOLLARS
Big Sandy	Tennis Courts	\$ 11,476.35
Flathead County	Conrad Ballfield	20,631.00
Flathead County	Ben Williams Tennis Courts	20,590.00
Power	Tennis Courts	6,099.00
Shelby	Pool	20,000.00
Arlee	Pool Renovation and Recreation Area	22,390.00
Billings	Castle Rock Park	17,500.00
Polson	Sports Complex	20,600.00
Jefferson County	Community Park	11,000.00
Flathead County	Ice Arena	400,000.00
Shelby	Sports Complex	33,000.00
Colstrip	USD Park	11,000.00
Missoula	Skyview Park	16,000.00
Madison County	Golf Course	360,305.00
Roundup	Golf Course	315,000.00
<b>TOTAL New Local Projects</b>		<b>\$1,289,452.25</b>
* * * * *		
AMENDMENTS		
Terry	Tennis Courts	356.24
Hamilton	Pool Renovation	1,592.87
Froberg	Community Park	8,890.00
Choteau	Bathhouse	4,968.27
Garfield County	Camp Schneider	2,837.71
Flathead County	Ben Williams Park	64.00
Scobey	Community Parks	566.23
Fallon County	Baker Park Restoration	3,000.50
Tonasket	McCarthy Park	6,366.40
Helena	Bill Roberts Golf Course	31,278.86
Reygate	Multipurpose Court	252.70
Lewis and Clark County	Pine City Center	1,564.64
Fairfield	Ballfield	1,387.68
Medicine Lake	Town Park	1,500.00
Clark	Sullivan Park	1,500.00
Galatin County	Yellowite Youth Camp	17,310.00
Missoula County	Golf Course	11,247.00
Cascade County	Black Eagle Park	10,000.00
Cascade County	Ute Park	400.00
Flathead County	Conrad Recreation Improvements	2,620.78
Butte/Silverbow	Clark Park	1,016.41
Great Falls	Tennis Courts	1,074.74
Helena City	Spotted Eagle Recreation Area	2,650.00
Trout Creek	Multipurpose Area	4,000.00
<b>TOTAL Local Amendments</b>		<b>\$ 148,467.38</b>
<b>TOTAL LOCAL PROJECTS</b>		<b>\$1,437,919.59</b>
Statewide Outdoor Recreation Plan		
		<b>\$ 25,000.00</b>

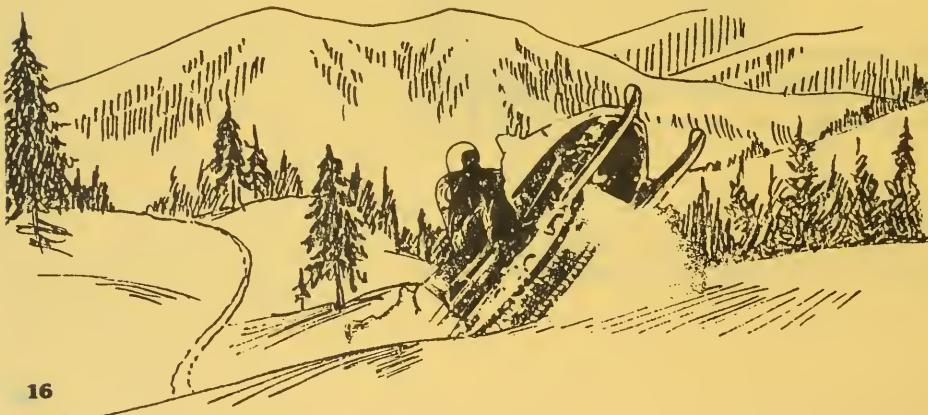
## **The Snowmobile Program . . .**

### **A Dimension of Winter Recreation**

Montana's snowmobile program derives its revenue from two sources -- 1) \$2 registration fees, and 2) a share of Montana's gasoline tax (5/10 of 1% of the state's distributors gasoline tax is earmarked for snowmobiling). The Parks Division receives \$1 from every snowmobile registered plus 90% of the dollars generated through the gasoline tax. (The remainder goes to the Enforcement Division for enforcement of snowmobile laws and for safety education.)

In fiscal 1980, approximately \$195,000 were expended on operation, maintenance, development, and the administration of Montana's snowmobile program. Development of snowmobile trailhead facilities, clearing and marking of snowmobile trails, and maintaining of trailhead facilities were major efforts undertaken and accomplished during the snowmobile season.

The following is a listing of projects undertaken last year benefiting directly from the snowmobile fund.



## SNOWMOBILE PROGRAM EQUIPMENT ACTIVITY

	LOCATION	COST	SCOPE
TRAIL GROOMING	West Yellowstone	\$ 25,397	
	Cooke City	\$ 9,985	50 miles
	Sweet Grass County	\$ 1,882	50 miles
	Seeley Lake/Lincoln	\$ 7,614	75 miles
	Helena	\$ 11,900	125 miles
	Dillon	\$ 676	50 miles
	Missoula	\$ 7,855	
	Flathead County	\$ 16,327	100 miles
	Bozeman	\$ 16,231	100 miles
	Mineral County	\$ 320	50 miles
	Butte	\$ 5,482	50 miles
	Garnet	\$ 1,460	25 miles
	Georgetown	\$ 3,175	
DEVELOPMENT	Kings Hill	\$ 26,209	
	Garnet	\$ 159	Parking
	Mount Haggan Trail	\$ 627	Parking Trail Signs
PLOWING	Lewis and Clark County	\$ 195	
	Dillon	\$ 45	
	Cooke City	\$ 2,000	
	Waldron Creek	\$ 340	
	Derby Area	\$ 814	
	Mount Haggan	\$ 850	
	Kings Hill	\$ -0-	
	Missoula Area	\$ 3,306	

Purchased 3 SkiDoo Alpine Double Tracks

Leased 1 Bombardier SV274

Contracted for grooming at Cooke City: 60 miles/week

Purchased 2 grooming implements





## Lewis and Clark Caverns Litigation

The court case which resulted from the Link Brothers Concessionaires bringing suit against the Department in 1976 was finally settled in June of 1980 when the Link Brothers accepted a cash settlement for their interest in the tram and train operation. See Parks Perspective, February 29, 1980, pages 18 and 19 for the earlier history of this litigation.

The Link Brothers accepted the legislatively appropriated cash settlement of \$265,000.00 together with a Department negotiated settlement for royalty fees through the end of the 1980 season. This portion of the settlement amounted to an additional \$9,265.47 for the prior 1979 season and an additional \$9,193.92 for the 1980 season. Therefore, the total settlement payment to the Link Brothers equalled \$283,459.39.

Initially, the Link Brothers had turned down the settlement forcing the Department to proceed with engineering plans for rebuilding the system. It wasn't until bids had actually been solicited and opened that the Link Brothers had a change of heart. After the bids were opened, it became apparent that the Department would be able to award the contract for less than the engineers' estimate and well within the construction appropriation (the low bid was \$227,264.50). A speedy resolution by settlement was made necessary due to the state's legal obligation to bidders to accept or reject bids within 30 days of bid opening. As a result of the settlement, the state saved all but \$18,800.15 of the \$275,000.00 construction appropriation. This money was paid to the design engineer with an incidental amount going for a building code fee and for bid advertising.

Through the court ordered settlement, the Link Brothers relinquish all interest in the tram and train operation. They retain their other concession privileges at the Caverns. The Department has no plan to reconstruct or operate these transportation facilities in the future. Instead, the equipment will be removed for salvage and in its place a suitable walking trail will be constructed. Provisions will also be made for transporting handicapped persons to the lower entrance of the Caverns where an abbreviated tour will be possible.

# The Planning Bureau . . .

## Analyzing Recreation Information

The Department of Fish, Wildlife and Parks is the state agency responsible for the maintenance of the Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP is published on a five-year cycle with the next one due in 1983.

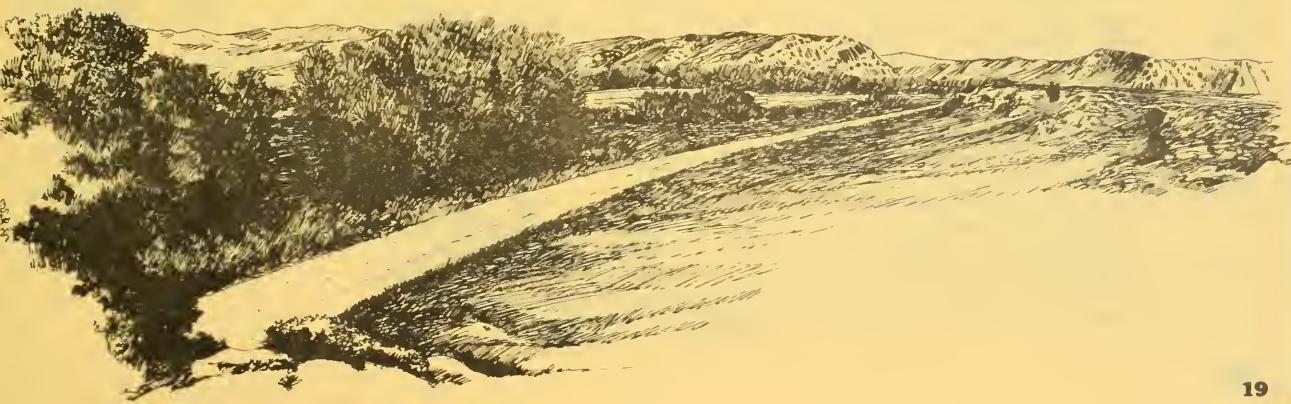
During the fiscal year 1980, the 1983 format was defined. The first section will discuss specific statewide outdoor recreation issues (identifying needs as well as suggest future actions). The second section will provide a central data bank, serving to collect studies and surveys that directly relate to the research of the issues which are done by other organizations and agencies in Montana.

An intensive period of issue identification was conducted during the first five months of 1980. This resulted in the following list of issues to be examined through the 1983 plan: Downhill Skiing, Cross-Country Skiing, Snowmobile Program Criteria, Recreation for Disabled People, Recreational Law Enforcement, Wilderness Review, River Recreation, Sportsman-Recreationist Access, Energy-Fuel, and Urban Trails.

Work began on a few of these issues. The Wilderness Review processes of the Bureau of Land Management and the U.S. Forest Service were followed throughout the year. Two surveys were designed and undertaken -- The Smith River User Survey and the Cross-Country Ski Needs Survey. In addition, a workshop for cross-country skiers was held in Helena to further discuss the sport's needs and possible solutions.

Other duties completed by the Planning Bureau included:

- design and implementation of two traffic counter programs -- one to measure summer State Park System visitation and the other to measure snowmobile use (see page 42).
- dissemination of State Lands inventory information
- preparation of suggested state lands leasing process policy for the Department of Fish, Wildlife and Parks (see page 40).
- preparation of "Parks Perspective" for the fiscal year 1979
- preparation of public use regulation brochures for Department sites
- preparation of Montana Outdoors article (May/June 1980) and application brochure for coal tax park proposals
- preparation of application to solicit a new concessionaire at Giant Springs State Park
- research of issues identified by the Governor's Office of Budget and Program Planning for the Executive Planning Process



# The Design and Construction Bureau . . . Providing Park Facilities

Fiscal year 1980 was a very active year for the Design and Construction Bureau. Long range master plans were developed in cooperation with regional personnel and local interest groups at various sites. They were as follows: Ackley Lake, Newlan Creek Reservoir, Poindexter Slough, Silos State Recreation Area, Wild Horse Island, Valentine State Recreation Area proposal, Confederate Gulch, Fish Hawk, Riverside, Jo Bonner, Goose Bay, Fitzpatrick Lake, and Big Bend.

The staff worked with the various regions concerning multiple use management plans. Of greatest success were the efforts put forth by Region 6 at Rookery State Recreation Area.

Improved under the Long Range Building Program were approximately 24 projects within the Park System. Some trouble with individual contractors required additional work on more complete contract documents in order to hold contractors to high-quality projects.

The following projects received outside assistance:

Fort Shaw Fishing Access Site - FWP prepared the plans and construction staked it. The local users developed the site.

James Kipp Boat Ramp - the YACC crew furnished the labor to build the area and FWP provided the materials, engineered, staked, and supervised construction.

The Causeway - The local users requested additional access for ice houses. FWP furnished the money for the materials; Lewis and Clark County did the construction.

Judith Landing Ramp - is an area where the Department of Highways will be damaging a FWP existing ramp when a new bridge is built. They will build a new ramp in accordance with the FWP master plan and specifications.

Willow Creek and Pishkun Reservoirs - The YCC and YACC built facilities; FWP master planned them and engineered and built the roads.

Intake - Concession plan was developed and almost constructed by the concessionaire at Intake.

Other miscellaneous projects included:

- 1) Cooperation with the Corps of Engineers in the inspection of some Department reservoirs, such as Gartside and Bearpaw, to see that they conformed with Dam Safety Regulations.
- 2) Completion of archaeological studies on various sites through utilization of the Department of Sociology at Montana State University.
- 3) Completion of artwork for the Department statewide, extending from legislative proposals to simple cover layouts.
- 4) Tabulation of Ground Water Appropriations.
- 5) Distribution of Drinking Water Standards to the regions and monitoring of testing reports.
- 6) Conduction of Statewide Reservoir Inventory for making long range proposals.
- 7) Development of the Long Range Building Program for the 1981 legislative session.
- 8) Preparation of plans and specifications for moving a storage building to the Region 7 headquarters at Miles City which later became unavailable.





FY 80 DEVELOPMENT PROJECTS

SITE	PROJECT	COMPLETION DATE	COST
Placid Lake	Campground	Under Construction	\$ 282,000
Salmon Lake	Campground	06-15-80	245,000
Chinaman's	Campground	09-21-79	103,000
Natural Bridge	Bridge	06-10-80	100,000
Petty Creek	Roadwork	Under Construction	23,000
Cameron Bridge	Roadwork	Under Construction	20,000
Drouillard	Roadwork	05-22-80	30,000
Pipe Organ	Fencing	Under Construction	15,000
Buffalo Mirage	Roadwork	06-05-80	30,000
Pelican	Roadwork	06-05-80	23,000
Gartside	Facilities	04-29-80	25,000
Far West	Roadwork	Under Construction	44,000
Martinsdale	Roadwork	Under Construction	81,000
Boat Docks Statewide	Docks	Under Construction	32,000
Arapoosh	Roadwork	12-10-80	34,000
Beartooth	Electrical	07-01-79	5,000
Rosebud Battlefield	Interpretation	08-15-80	18,000
Council Grove	Oike	05-21-80	13,000
Lambeth	Well	Under Construction	28,000
Roche Jaune	Roadwork	Under Construction	15,000
James Kipp	Boat Ramp	Under Construction	7,000
Pishkun	Roadwork	Under Construction	14,000
Fort Shaw	Roadwork	Under Construction	N.C.
Makoshika	Road Improvements	01-11-80	145,000
Caverns	Tram	Not Built	19,000
Johnson Reservoir	Dam	Not Built	27,000

# The Regions

## REGION 1

Along with continuing the summer boating and camping programs, the region was also involved providing ice hockey rinks, plowing parking lots for winter ice fishing areas, and grooming 1,000 miles of snowmobile trail.

The region cooperated with the U.S. Forest Service and Flathead County Parks and Recreation in developing and maintaining a 7 kilometer cross-country ski trail at Echo Lake.

Wild Horse Island again was patrolled by a summer seasonal ex-officio warden whose duties included law enforcement, public relations, and observation of the Island's wildlife.

Five additional "day use only" signs were placed under the Wild Horse Island regulations signs on the beaches and shorelines that get the most use. The ex-officio warden was again assisted by a volunteer and two boats were available for maintenance patrol and transportation.

## REGION 2

This last year's activities centered mainly around the development of both Salmon and Placid Lakes. Salmon was completed and open for business in June, 1980. Placid followed close behind, opening in August, 1980.

These two new units are outstanding additions to the State Park System. These parks were made available by a generous donation by Champion Timberland of approximately 75 acres. The value of this donation was matched with LWCF money for development of these areas. The total for this grant was approximately \$600,000.

## REGION 3

Numerous contacts were made regarding potential fishing access sites. Poindexter Slough and Sappington Bridge Fishing Access Sites were added to the Parks System, while development took place at Drouillard and High Road fishing access sites.

Major activities out of regional headquarters included the building of two cross-country skiing track setters; starting in on the traffic counter program; repainting site facilities to the new Parks color schemes; and improving the boat ramp at Daily Lake as well as continuing with the often unmentioned tasks such as fencing, road repair and grading, site mowing, and other site and vehicle maintenance.

The Bannack Heritage Days celebration opened the last fiscal year at Bannack. Other notable events include restoration work on the Leith and Decker Houses, construction of a visitor parking lot on the outskirts of town, and stabilization and brick repair of the Hotel. Fiscal year '80 showed an increase of school groups visiting Bannack.

First phase of Historic Resources Study was completed for the Mount Haggan Management Area. The Fairmont Hot Springs to California Creek snowmobile trail was cleared, marked, and signed.

At Lewis and Clark Caverns, train and tram litigation was resolved, cancelling reconstruction. The guide training manual was revised, CPR training was made available to the guide staff, several buildings were rewired and the ticket selling kiosk was rebuilt. Park attendance was down 21.6% from 1978 with only 50,111 tour visitors in the 1979 season. Visitation in 1980 is showing a slight increase.

At Canyon Ferry, the regional boundaries were adjusted, placing sites in Lewis and Clark County in Region 4. The Canyon Ferry Management Plan was completed, addressing such concerns as vandalism and law enforcement. The cabin site lot surveying continued, with hopes of finishing in late 1980. The fiscal year '80 YCC program accomplishments at various sites include barrier installation and construction of latrines, picnic tables, and fences as well as contributing immensely to the site renovation program.



#### REGION 4

Perhaps the most significant impact to the Parks Division in Region 4 this season was the transfer of Canyon Ferry State Recreation Area management from Region 3. This in turn set the stage for transferring the Region 6 parks sites back to Glasgow.

Construction projects in the region included a combined effort at Willow Creek and Pishkun Reservoirs utilizing Department of Fish, Wildlife and Parks and YACC efforts. Willow Creek picnic and camp facilities are 100% complete and Pishkun about 65%. Another cooperative project, the James Kipp boat ramp was completed in September.

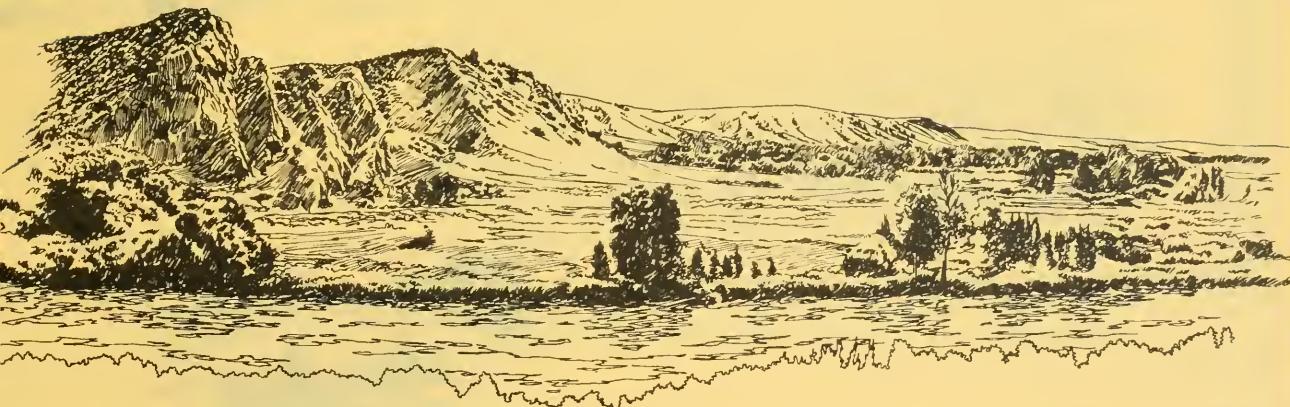
Other construction projects around the region include: Phase II development at Giant Springs State Park where a group use picnic facility is in the mill; Martinsdale Reservoir road and camping facilities; Fitzpatrick Lake latrine and parking facilities; and Fort Shaw where the region and local citizenry got together to produce a small picnic and fishing-boating access facility on the Sun River.

At the Kings Hill snowmobile area, the parking lot and latrine facilities were completed just in time for the snowmobile season. Car counts show a tremendous amount of visitor use the first season.

New sites acquired, leased, or traded in the best interest of the recreating public include a perpetual road easement at Bynum Reservoir; 25-year recreation area leases at Willow Creek, Pishkun, and Fitzpatrick Reservoirs; and a 25-year cooperative recreational management agreement with Cascade County Park Board for Fort Shaw fishing access site.

The region is also presently negotiating for leases or acquisition of properties on the Dearborn, Smith (Eden Bridge), and Missouri River near Ulm.

This season a special effort was made by the region's maintenance staff to "clean up" sites effected by the floods along the lower Missouri two years ago. Roads and parking areas at Judith Landing and James Kipp were gravelled and upgraded, barriers were set, and signing and facility painting took place.



## REGION 5

Major activities this year in this region included continued renovation of Chief Plenty Coups' house at Plenty Coups' State Monument and the completion of both Pelican and Buffalo Mirage Fishing Access Sites developments. State owned areas were researched for existing water rights and some time was spent on a new snowmobiling project in the Beartooth Mountains. Other projects receiving attention were the new boat dock system at Cooney Reservoir, the development of a format for future site maintenance manuals, continued land evaluation for weed control, grazing and hay leases, as well as efforts toward regional land acquisition and a park by the people proposal (Name Your Own Park) passed by the 1979 Legislature.

Time was spent on continued sign maintenance, facility repairs, cabin site leases, interagency meetings, general budgeting matters, and fuel conservation.

In general, the region's areas received average visitation with some areas showing an increase. In the eastern part of the state, the recreation season was almost a full month earlier.



## REGION 6

The exposed coal seam in the spillway at Gartside Reservoir Fishing Access Site caught fire no fewer than four times, the result being a number of long days and a mountain of unexpected expenses. A local contractor reshaped the spillway and covered the coal with soil.

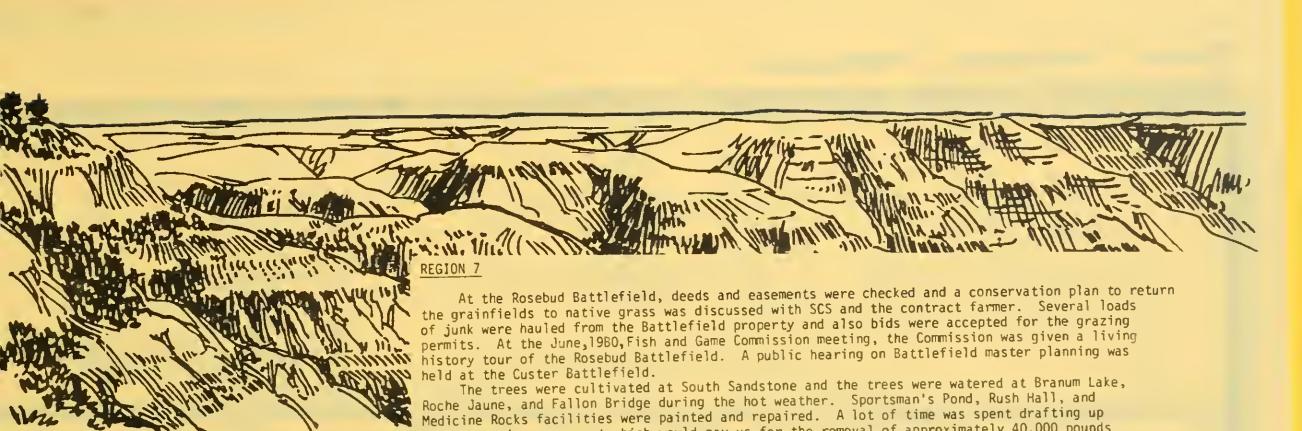
Other activities at Gartside included construction of picnic shelters and toilets.

During mid-year, administrative boundary adjustments moved the administration of Gartside to Region 7.

Use at all Region 6 sites continued to show increases over past years. Increased transportation costs appear to be forcing many locals to spend all or portions of their vacations closer to home. Most noticeable increases were noted at the Fort Peck Dredge Cuts and Nelson Reservoir where fishing for walleye and other warm water species has been red hot.

Preparations were made for repair of the emergency spillway at Whitetail Reservoir.





## REGION 7

At the Rosebud Battlefield, deeds and easements were checked and a conservation plan to return the grainfields to native grass was discussed with SCS and the contract farmer. Several loads of junk were hauled from the Battlefield property and also bids were accepted for the grazing permits. At the June, 1980, Fish and Game Commission meeting, the Commission was given a living history tour of the Rosebud Battlefield. A public hearing on Battlefield master planning was held at the Custer Battlefield.

The trees were cultivated at South Sandstone and the trees were watered at Branum Lake, Roche Jaune, and Fallon Bridge during the hot weather. Sportsman's Pond, Rush Hall, and Medicine Rocks facilities were painted and repaired. A lot of time was spent drafting up the concession agreement which would pay us for the removal of approximately 40,000 pounds of fish guts from Intake each year. Shortly thereafter it was determined that fish guts and eggs could not legally be given away for eventual sale. Fish gut hauling was reinstated.

In September, trees from the Region 5 headquarters were selected for fall and spring planting projects. In October, 1979, the Regional Headquarters' landscape plan was implemented -- 25 trees and 16 shrubs were planted and the flagpole moved from the sidewalk. Gartside Dam was inspected with representatives of DNRc and the Corps of Engineers. Information stands were designed and constructed for Hell Creek and Medicine Rocks areas. Picnic grills at Sportsman's Pond were welded, the boat ramp at Elk Island was repaired by the contractor under warranty, and maintenance was done on Parks equipment. Concession facilities were constructed at Intake and trees planted at Fallon Bridge, Intake, South Sandstone, and Hell Creek. An \$800.00 contract for road repair at East and West Rosebud was let with gravel provided free by the County. YCC crews began trail work, brush clearing, signning, barrier, and fencing work at Twelve Mile Dam, Seven Sisters, Gartside, Elk Island, and Makoshika.

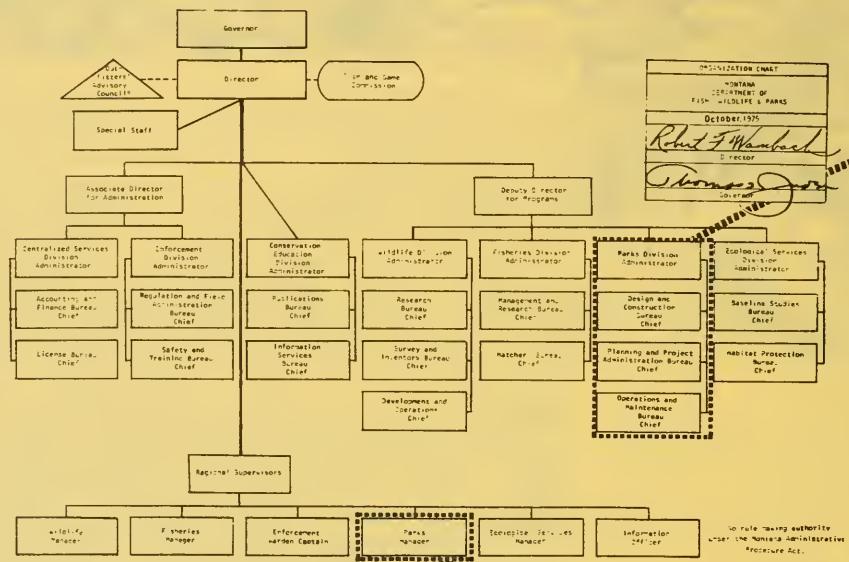
Work at Makoshika included moving the orientation sign and work on the rifle range to prepare for a September dedication. The new rifle range built by volunteers at Makoshika was dedicated on September 22. A site plan for the caretaker area at Makoshika was drawn up and a group use area was staked for development. In November, the rifle range sustained its first vandalism. In March, meetings were held with Dawson County officials regarding road improvements and law enforcement at Makoshika. In May, two entrance gates were installed at Makoshika and a warden-park manager assumed control of the park to reduce vandalism.

An article was written about Purgatory Hill. Meetings on repairing Johnson Dam were held in Helena and Glendive. The ex-officio game warden school was attended in Bozeman. The regional park manager and a caretaker student took part. In March, public meetings on region wide planning and budgeting were held in Glendive, Birney, and Miles City. The Region 7 parks attendance manual was revised. Shooting ranges and snowmobile facilities were investigated at Miles City.

Vandals bombed a trash can at East Rosebud, tore down signs at South Sandstone, cut down trees at Makoshika, cut a traffic counter hose at Hell Creek, and ran over the fence at intake and a boat ramp sign at Elk Island. The regional park manager spent a week in June at a military history camp at Fort Laramie National Historic Site. This camp was sponsored by the National Park Service.

## **Parks Division Personnel**

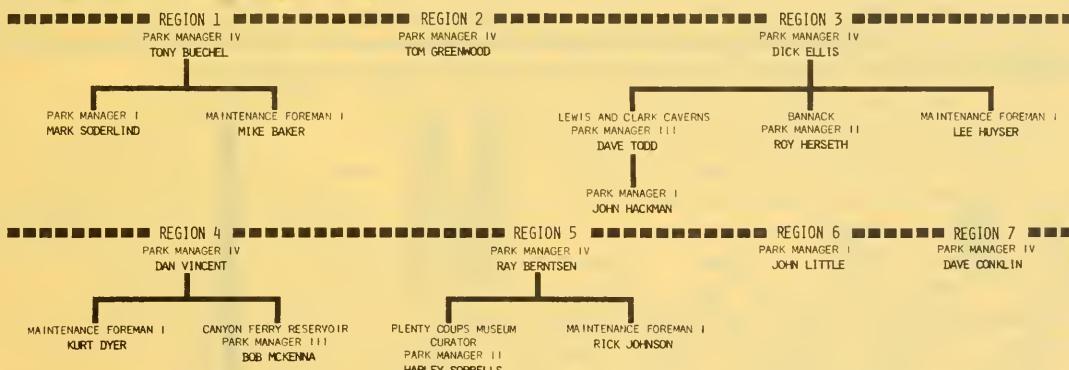
MONTANA DEPT. OF FISH, WILDLIFE AND PARKS ORGANIZATION CHART



The above figure portrays the organization of the Department of Fish, Wildlife and Parks on June 30, 1980. This includes the Department's relationship to the Governor and to the Fish and Game Commission. The next page portrays the organizational relationships within the Parks Division and the personnel who filled the positions. This provides an historical reference of the responsibilities of various Division employees.

PARKS DIVISION PERSONNEL CHART  
JUNE 30, 1980

ADMINISTRATOR  
(STATE LIAISON OFFICER FOR  
LAND AND WATER CONSERVATION FUND)  
RON HOLLIDAY



Several personnel changes occurred during the fiscal year. In the Planning Bureau, Wes Burnett left his position and Ron Aasheim was promoted to Bureau Chief. Two state planners -- Paul Pacini and Terry Knapp -- were hired. Civil Engineers Steve Joppa, Tom Campbell, and Rich Misplon were upgraded during the year.

Personnel changes in the regions included the transfer of Canyon Ferry Park Manager Bob McKenna, from Region 3 to Region 4. Mark Soderlind left his position as a seasonal employee in Region 5 to become Park Manager I in Kalispell. Lewis and Clark Caverns Park Manager, Stephanie Gibert, left her position which was then filled by Dave Todd. John Hackman was hired to replace Dave as Park Manager I at the Caverns. Doug Frazier started as a Maintenance Worker III in Region 2.

Several changes in the "secretarial" staff also occurred during the year. Ginny Kalchbrenner replaced Jeanette Thornton as Administrative Secretary. Sue Woodring filled the vacant secretarial position. At the end of the fiscal year, Colleen Accord's position was vacant, being filled by Dogry Helberg in the interim. Susan Kirley started in September of 1979 as an Office Clerk. Joy Holloway was hired as a Sign Painter Aide. Arlene Nelson was promoted to Administrative Aide I.

## Funding and Expenditures

Operations and maintenance funding for the Parks Division's activities comes from several sources. Some, such as the General Fund, can be used in support of any legitimate park activity. Most, however, are earmarked--their use is restricted to specific sites or activities. For example, the motorboat fuel tax may be used only on sites where motorboating is allowed and takes place. Similarly, the sportsmen's license money is used to support the operation and maintenance of areas such as fishing access sites or other areas which directly and substantially benefit the sportsman.

The 1979 Legislature changed the method of financing the Department. In the previous biennium, appropriations were made to four "functional" programs (fish, wildlife, parks, and administration). All divisions within the Department contributed to one or more of these functions. For the current biennium, appropriations were made the more traditional way to each of the Department's management divisions. Therefore, caution is needed when trying to compare reports from fiscal years 1979-80. For example, "Enforcement of Parks Regulations" was included in the Parks Division's expenditures in fiscal year '79 but was not included in fiscal year '80. The next page reflects only Parks Division operation and maintenance activities. No capital expenditures are included -- a further description of these can be found on pages 14 and 21.

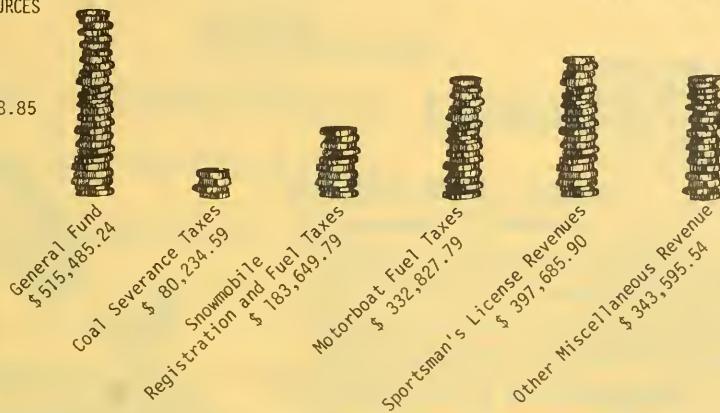


The Parks Division operations budget for FY 1979 was \$1,853,478.85

## FUNDING SOURCES

TOTAL

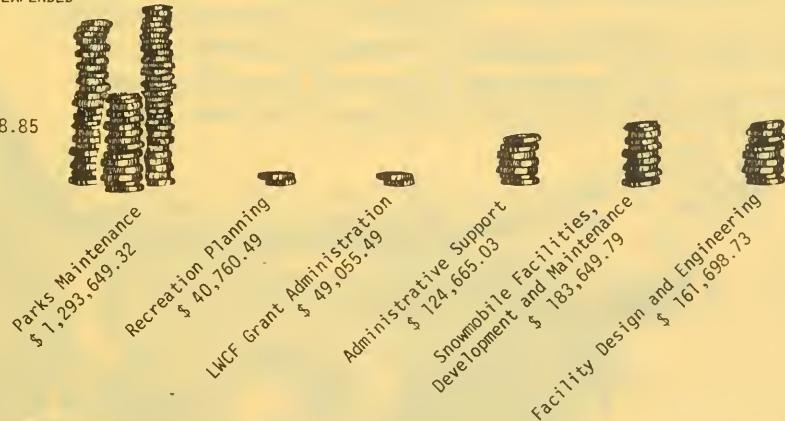
\$ 1,853,478.85



## HOW FUNDS WERE EXPENDED

TOTAL

\$ 1,853,478.85



PUBLICATIONS

Listed below are the major new publications completed by the Parks Division July 1, 1979, through June 30, 1980.

- . Giant Springs Heritage State Park. (fund raising handout). Helena: Montana Department of Fish, Wildlife and Parks. April, 1980. 600 copies.
- . Parks Perspective. Helena: Montana Department of Fish, Wildlife and Parks. February 28, 1980. 300 copies.
- . Coal Tax Acquisitions for Montana's State Park System; Your Opportunity to Propose a Park. (application form). Helena: Montana Department of Fish, Wildlife and Parks. June, 1980. 200 copies.
- . Wildhorse Island. Helena: Montana Department of Fish, Wildlife and Parks. June, 1980. 5000 copies.
- . A Guide to Montana's Public Use Regulations. Helena: Montana Department of Fish, Wildlife and Parks. June, 1980. 4000 copies.
- . Canyon Ferry Recreation Facilities. (map reprint). Helena: Montana Department of Fish, Wildlife and Parks. March, 1980. 500 copies.
- . The Land and Water Conservation Fund. Helena: Montana Department of Fish, Wildlife and Parks. October, 1979. 1000 copies.
- . Montana's Snowmobile Program. Helena: Montana Department of Fish, Wildlife and Parks. November, 1979. 500 copies.

—. Old West Region Nonresident Travel, Tourism and Recreation Survey. "Summer 1979". Helena: Montana Department of Fish, Wildlife and Parks. May, 1979. 65 copies.

—. Cross-Country Ski Workshop. Helena: Montana Department of Fish, Wildlife and Parks. June, 1980. 100 copies.

—. Lewis and Clark Caverns Employee's Manual, Spring, 1980. Helena: Montana Department of Fish, Wildlife and Parks. May, 1980. 50 copies.

Daniel P. Vincent. "Natural Wonders, Historical Treasures". Montana Outdoors, July/August 1979.

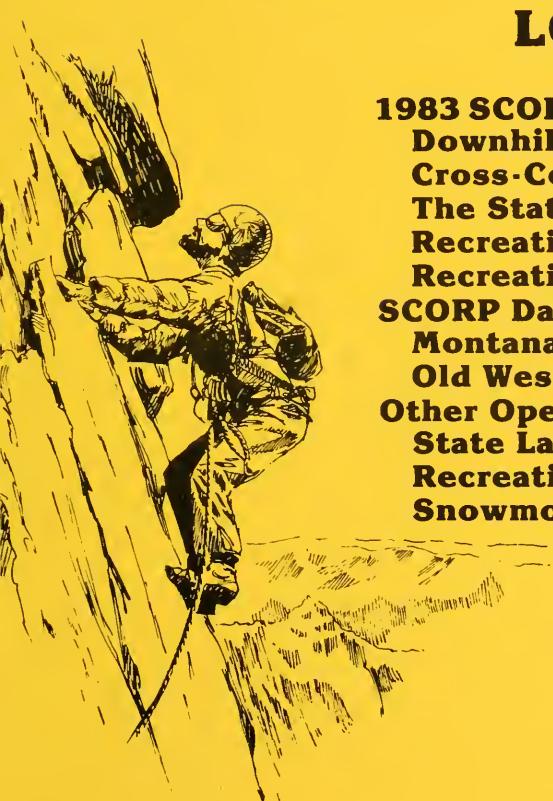
Ron Aasheim. "Colstrip a Pleasant Surprise". Montana Outdoors, May/June 1980.

Terry Knupp. "Nominate Your Favorite Park". Montana Outdoors, May/June 1980.



# **LOOKING AHEAD**

<b>1983 SCORP Issues .....</b>	<b>32</b>
Downhill Skiing .....	33
Cross-Country Skiing .....	34
The State Snowmobile Program .....	35
Recreational Needs of Disabled People .....	36
Recreational Law Enforcement .....	37
<b>SCORP Data Collection</b>	
Montana Outdoor Recreation Study .....	38
Old West Region Nonresident Study .....	39
<b>Other Operation Efforts</b>	
State Lands Lease Procedure .....	40
Recreational Energy Consumption .....	41
Snowmobile Counter Program .....	42

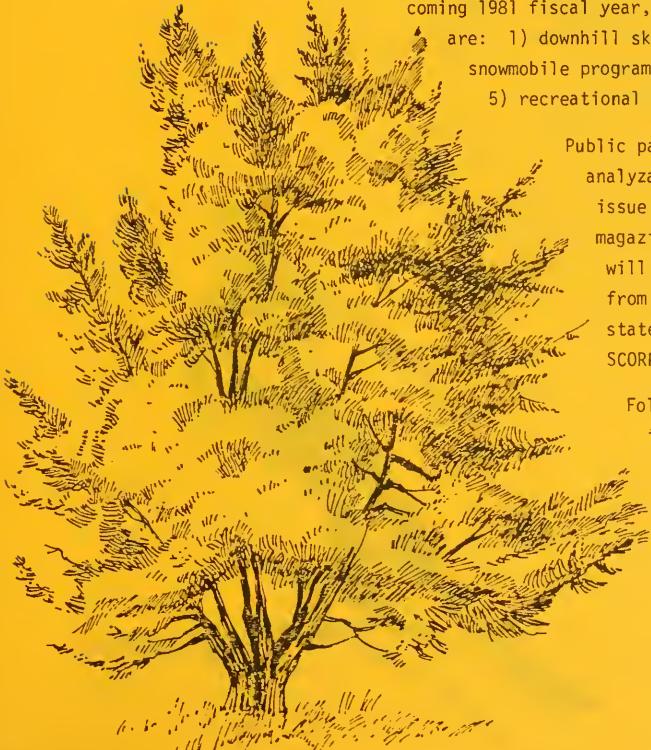




## 1983 SCORP

An influential part of future planning for the Department of Fish, Wildlife and Parks has been the Statewide Comprehensive Outdoor Recreation Plan, better known by its acronym, SCORP.

The next edition of SCORP will be published in 1983 and will address no less than ten key recreational issues of interest on a statewide basis. During the coming 1981 fiscal year, five of these issues will be analyzed; they are: 1) downhill skiing; 2) cross-country skiing; 3) the state snowmobile program; 4) needs of disabled recreationists; and 5) recreational law enforcement.



Public participation will play an important role in the analysis process. An individual discussion of each issue will be published as an article in various magazines and/or newspapers around the state. Readers will be encouraged to submit comments and recommendations from which statewide recommendations and proposed statewide policies will be formulated for the 1983 SCORP.

Following is a more detailed discussion of each issue to be treated in fiscal year 1981:

## The Downhill Skiing Issue

In a state where summer is usually a fleeting memory and winter a snowy reality, winter sports are on peoples' minds. Downhill skiing has been a growing winter activity in Montana since the mid 1930's. The 1978-79 season attracted 722,950 skiers to 15 Montana ski areas -- nearly one visit for every man, woman, and child in the state (1978 estimated population = 785,000). Not only is downhill skiing a popular winter activity, but it contributes significantly to Montana's economy.

The downhill ski issue paper is now in its final editing stage. The article takes the reader through Montana's downhill ski history to the present. It identifies the active ski areas in Montana today and provides use statistics for the 1978-79 season. The article gives the ski industry credit for its economic contribution to the state, but also suggests that significant expansion of the industry must be undertaken with forethought and consideration for marketability and environmental acceptability.

It has not yet been determined in which publication this article will appear, but it will be published during the 1980-81 ski season for public comment.



## The Cross-Country Skiing Issue



Although downhill skiing accounts for more visitor days in Montana, cross-country skiing is rapidly gaining in popularity (112,000 in 1977) and is by far the older of the two activities. Montana could only boast of a handful of downhill skiers in the mid-30's, but at the same time "ski trains" were transporting touring skiers by the hundreds into mountains surrounding Helena, Missoula, and Great Falls.

Increasing numbers of Montanans are taking advantage of relatively inexpensive cross-country ski equipment and the proximity of potential ski trails to many Montana communities. In recent years, the Department of Fish, Wildlife and Parks' staff has been made more aware of cross-country skiers' needs by the skiers themselves. This awareness led to a workshop in June, 1980, where skiers were invited to discuss needs and possible solutions. The discussions prompted an attempt by the Department of Fish, Wildlife and Parks to establish a state trails coordinator, funded at least in part by the Renewable Resources Development Grant Program administered by the Montana Department of Natural Resources and Conservation. The "recreation trails" grant will be considered for approval by the 1981 state legislature.

The cross-country ski issue paper will discuss the trails coordinator concept in more detail. In addition, it will discuss the needs identified in the above workshop and what various state, federal, and local agencies in Montana are now doing to meet some of these needs. This article will be published during the 1980-81 skiing season.

## **The State Snowmobile Program Issue**

Snowmobile project funding (trail marking, grooming, parking lot development, etc.) comes from two sources. Each registered snowmobile in the state provides \$1.00 of its \$2.50 registration fee for development, operation, and maintenance. Another dollar is used for snowmobile education, safety, and enforcement. The remainder funds administrative costs. In addition, five-tenths of one percent of the state's "distributor's gasoline tax" is set aside for development, operation, and maintenance of public snowmobile facilities and for promoting snowmobile safety. Approximately \$195,000.00 was available in fiscal year 1980 for operation, maintenance, and development of public snowmobile facilities.

This funding is allocated to snowmobile projects on the basis of applications received from snowmobilers. More applications are now being submitted than can be funded. For this reason, a criteria must be developed by which incoming applications can be prioritized. Factors now being considered for the criteria include geographical distribution of snowmobiles, trail use, and expense/user. (See page 42 for more information on the snowmobile counter program.)

The snowmobile issue paper, which is due for completion by January 31, 1981, will report on a criteria which will be used on a trial basis for project applications received in 1981. Experience gained and comments received during the trial year will help mold a final set of criteria for subsequent years.



## The Recreational Needs of Disabled People Issue

Federal, state, and local recreation agencies have devoted a considerable amount of time and funding to making many of their recreation sites accessible to disabled persons. Toilet facilities, doors, and picnic tables have been modified for wheelchair use; braille signs, accessible interpretative facilities, and trails have been provided for the blind; and parking spaces have been designed and designated for the disabled. In order to enjoy these improvements, people who are disabled must be aware of their existence and have a means of getting to the facility.

In 1977, Karen Shirer of Montana State University in Bozeman, compiled the "Directory of Outdoor Recreation Services for the Handicapped in Montana" under contract for the Department of Fish, Wildlife and Parks. This directory does an excellent job of listing special facilities available to handicapped persons. The SCORP issue paper relating to disabled needs will expand upon the 1977 directory to describe outdoor recreation programs offered by various organizations and how the reader may participate.

The resulting SCORP article will provide assistance to disabled people seeking recreational opportunities and it will promote volunteer help for the organizations sponsoring these worthwhile services. In addition, public comment may provide new insight into additional needs and means of assistance.



## The Recreational Law Enforcement Issue

Recreational law enforcement means different things to different people; resource protection to one, quelling a campground disturbance to another, and enforcing snowmobile, boat, or ORV use regulations to still others. Recreational law enforcement is not in the exclusive jurisdiction of any one agency. A State game warden, a National Park ranger, a Bureau of Land Management or Forest Service enforcement officer, or a county sheriff's deputy may be involved in any of the above functions. What do seem to be common to recreational law enforcement are problems such as a large number of scattered areas to be protected by a relatively small compliment of officers, a need for innovative enforcement techniques to address increasingly perplexing problems, jurisdictional responsibilities which are expanding more rapidly than enforcement manpower, and so on.

The recreational law enforcement issue paper is to be completed by May 31, 1981. Inter-agency coordination is ongoing at this time in an attempt to produce a case study issue paper. Various agencies (state and federal) involved in recreational law enforcement are being asked to contribute a brief overview of the difficulties they face in accomplishing their enforcement goals.

This combined view of recreational law enforcement in Montana and resulting public comments may reveal some new approaches worthy of consideration.

**Montana Outdoor Recreation Study**

During the summer of 1979, the Montana Outdoor Recreation Survey was conducted by the University of Montana's School of Business Administration under contract for the Montana Department of Fish, Wildlife and Parks. The telephone survey was designed to sample Montanans' outdoor recreation preferences and their attitudes toward the management of public outdoor recreation opportunities in the state.

In October of 1980, the preliminary results of the survey will be made available to the Department of Fish, Wildlife and Parks. The final report should be completed in December, 1980. Judging by the information revealed in the preliminary report, the study will be extremely useful in charting the course for future outdoor recreation management.



## Old West Region Nonresident Travel, Tourism and Recreation Survey

Until recently, knowledge of the number of nonresident visitors to Montana, what they did, where they did it, and how much they spent had been very limited. This situation has made decision making very difficult for effective travel promotion, the assessment of impacts of nonresidents on outdoor recreational facilities, and the development of strategies to stimulate regional economic development.

To provide nonresident travel data, a survey was carried out between June 1, 1979, and May 31, 1980, under contract by a consulting firm. In this 12-month period, 9,000 questionnaires were distributed and 1,000 personal interviews were conducted with nonresident travellers in the state.

A preliminary report will be released in October, 1980, in which nonresident travel statistics will be provided for the entire state. These statistics will be broken down by season -- summer, fall, winter, and spring. In March, 1981, the final report will be analyzed and put into a concise readable form for distribution. The resulting information should be of great value to the travel, tourist, and outdoor recreation industry as well as the related administering agencies. *E*



## State Lands Lease Procedure



Land acquisition plays an integral role in the Department of Fish, Wildlife and Parks' efforts to efficiently manage the fish and game of the state and to provide convenient quality outdoor recreational opportunities to its citizens and visitors. Land values unfortunately are escalating along with other commodities in our nation's present inflationary spiral making it progressively more difficult to afford land purchases.

The Montana Department of State Lands administers approximately 4.6 million acres of school trust land which is leased to produce revenue for the school trust fund. Some of this acreage has desirable attributes for fish or game management or recreational activities and has been leased by the Department of Fish, Wildlife and Parks in the past. Unfortunately, attempts to lease school trust land have been plagued by procedural inconsistencies (misunderstandings, misguided requests, etc.) between the two state departments involved, sometimes resulting in failure to secure a desired lease.

In order to maximize both the resource and economic potential of school trust land, a procedural agreement is now being negotiated between the Department of State Lands and the Department of Fish, Wildlife and Parks. Although some concepts of the agreement have already been put into practice in current acquisition requests to the Department of State Lands, the entire agreement will be finalized before the next round of lease assignments on February 28, 1982.

## **Recreational Energy Consumption**

In November of 1979, the state Energy Division was considering rules that would restrict auto, cycle, and boat races if fuel shortages become severe. During February of 1980, the federal Department of Energy announced that it would be proposing standby oil conservation measures which would include weekend restrictions on the use of motor-driven pleasure boats. In April of the same year, the Department of Energy withdrew this proposal because of criticisms, among which was that one industry may have been unfairly singled out for control. One possible Energy Department remedy for this criticism, as reported by the Newhouse News Service on April 30, 1980, is to "expand the proposal to include other recreational vehicles such as snowmobiles, dune buggies, motor homes, and aircraft."

Perhaps, in the not-so-distant future, substantial mandatory restrictions will have to be placed on fuel consumption. Recreational activities should be expected to share in this responsibility, but the recreational activities which are most fuel consumptive may not be as obvious as they appear. For example, does a recreationist who's motor boat is more often moored to its slip than running during the weekend consume more fuel on the lake 36 miles<sup>1</sup> from home than a backpacker who will drive 320 miles<sup>2</sup> round trip to reach his trail head?

To answer similar questions for our more popular outdoor recreation activities in Montana, a graduate student from the University of Montana has been contracted to conduct a literature search for all available related information. His report, which is due by January 1, 1981, will help in making future decisions concerning fuel consumptive vs. fuel conserving forms of outdoor recreation.

---

<sup>1</sup>Nationwide Boating Survey, March 1978.

<sup>2</sup>South Dakota Recreational Trails Plan, 1979.

## **OTHER OPERATION EFFORTS**

### **Snowmobile Counter Program**

As described on page 35 of this publication, criteria by which to prioritize projects and allocate approximately \$195,000 annually available for snowmobile funding to the appropriate projects is essential. The development of any reasonable criteria will most likely involve the relative visitor use of trails. This in turn makes a snowmobile counter program imperative.

Although counts have been taken by regional park managers using ordinary electric traffic counters in previous years, the results were spotty and inconsistent making comparisons difficult.

During the summer of 1980, a statewide snowmobile counter program was devised which specifies a snowmobile season during which counts are to be taken and prescribes the procedure to be used in recording and analyzing resulting data. This program will be fully implemented during the 1980-81 winter. The result will be comparable trail use information on every groomed or otherwise developed snowmobile trail in the state which uses state funding. As additional trails are developed, they will be added to the counter program.





This document was financed in part through a grant from the Heritage Conservation & Recreation Service, Department of the Interior, under the provisions of the Land and Water Conservation Fund Act of 1965 (Public Law 88-578).

300 copies of this publication were produced at a unit cost of 78¢ per copy, for a total cost of \$233.72 which includes \$233.72 for printing and \$0.00 for distribution.